Regulation's Rebound:
Bush Budget Gives Regulation a Boost

by

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OF AMERICAN BUSINESS

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I. Highlights

The 1991 budget is the first federal spending plan that bears the mark of George Bush -- the 1990 document was more the handiwork of the Reagan administration than the product of the new administration. As a result, much can be inferred about President Bush's view of the federal regulatory apparatus from analysis of this year's budget document.

Bush Breaks from the Past

Spending at the federal regulatory agencies will reach a record high in 1991 -- both in current dollars and in real terms. Expenditures will total nearly $12.25 billion, up 9 percent in nominal terms and 4 percent after adjusting for inflation.

Last year's budget, by contrast, called for only a 2 percent nominal increase in regulatory spending. After adjusting for inflation, real spending was slated for a 1 percent cut. Interestingly enough, after Congress and the Bush administration massaged the 1990 budget, federal regulators gained a great deal of purchasing power. Spending plans rose from $10.98 billion to $11.26 billion, thus changing a cut in real spending to an increase.

Similarly, President Bush appears more inclined to allow the federal agencies to increase their head counts than was his predecessor. Regulatory staffing is estimated to rise by 4,300 people from 1990 to 1991 -- a 4 percent increase. The total of 113,300 is still well below the high-water mark of 118,800 reached in 1980 at the end of the Carter years.

Ronald Reagan pursued a deregulation strategy that included personnel reductions, dropping the regulatory staffing by 15 percent from 1980-85 to 101,300. In his second term, Reagan allowed very modest staff growth -- about 1 percent a year. In addition to planning for a much larger increase in 1991, Bush is permitting the agencies to add 2,000 more staffers in 1990 than the previous administration had planned. Thus a 3 percent growth in federal regulatory head count in

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1990, followed by a 4 percent increase in 1991, signals a significant departure from the game plan of the past.

In short, President Bush appears less skeptical about the role of federal regulators in the U.S. economy. He is willing to provide more resources -- dollars and staffing -- to these efforts than was Ronald Reagan. Indeed, he is on a growth trajectory that looks similar to budget trends from the Carter years.

The Environmental President

In the year of the 20th anniversary of Earth Day, it is interesting to note the rising star of environmental regulation over this period. The Environmental Protection Agency (EPA) accounts for nearly one-third of the entire 1991 spending at the federal regulatory agencies.[1] In 1970, the fledgling agency represented less than 15 percent of the total. By 1980, EPA accounted for 22 percent of the total federal regulatory expenditures.

George Bush's pledge to be the "environmental president" and the continuing high level of public support for environmental controls virtually assures EPA its place at the top of the federal regulatory agencies. The agency is slated for a $360 million spending increase in 1991, following a $310 million rise in 1990. The 20 percent boost over these two years is substantially above the average 16 percent increase in overall regulatory expenditures.

EPA has grown dramatically in staffing during the past 20 years, from 3,900 in 1970 to 15,300 in 1990. The new Bush budget allows for an added 900 employees, bringing the total to 16,200 and making EPA staffing 14 percent of the total for federal regulatory agencies. The two Bush budgeting periods have resulted in an overall projected staffing increase of 16 percent at the environmental agency, well above the 7 percent overall increase.

The 1991 budget shows that the Bush expression of concern for the environment is being carried out in tangible fashion. The President is providing William Reilly with added resources to tackle EPA's ever-widening duties.

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1. EPA budgets contained in this analysis exclude construction grants.

II. 1991 Budget Overview

The president's proposed 1991 budget calls for overall spending at the 51 federal regulatory agencies to increase by 9 percent to a total of nearly $12.25 billion. In constant 1982 dollars, this translates to a 4 percent rise to $8.92 billion -- a record high for spending to administer the myriad of federal regulations affecting the U.S. economy.

Staffing is scheduled to grow by 4 percent to 113,300. Over the period covered by the 1990 and 1991 budgets, total personnel growth will be more than 7,400 or 7 percent.

By contrast, the Reagan administration slashed regulatory staffing, dropping the total from 118,800 in 1980 to a low point of 101,300 in 1985. Subsequent additions of 4,300 regulators took place over a four-year period. That same number of new personnel will be added in fiscal 1991 alone if the Bush budget is followed.

Tables 1 and 2 provide summary information from the 1991 budget as well as some historical figures to put the new numbers in perspective. A glance at the spending figures in Table 1 shows that budgets are growing in real terms in every subcategory except for energy. This does not mean that each and every agency is growing, but it does indicate that many different types of regulatory activities are expanding.

Agencies on the Rise

A general principle, borne out by the 1991 budget, is that regulatory growth often follows salient news events. Coast Guard budgets benefit from oil spills, Food and Drug Administration (FDA) spending rises to handle increased pressure for new AIDS drugs and as a result of generic drug problems. By the same token, financial regulators are added to respond to concerns about stability in the financial markets and institutions, and Federal Aviation Administration budgets climb as the result of concerns about airline equipment and personnel readiness.

Of the federal agencies with regulatory expenditures above $100 million, eight of them will experience growth rates of 10 percent or better in 1991. (See Table 3.) "Consumer safety and health" is receiving an added boost due to large increases at FDA, the Federal Aviation

Table 1

SUMMARY OF ADMINISTRATIVE COSTS OF FEDERAL REGULATORY ACTIVITIES
(Fiscal Years, Millions of Dollars)

Agency	1970	1975	1980	1985	1989	(Estimated) 1990	1991	% Change 1990-1991
CURRENT DOLLARS								
SOCIAL REGULATION								
Consumer Safety and Health	$710	$1,497	$2,354	$2,686	$3,185	$3,476	$3,804	9%
Job Safety and Other Working Conditions	128	364	753	860	959	998	1,060	6%
Environment	214	839	1,651	2,495	3,904	4,185	4,485	7%
Energy	64	275	550	481	449	484	501	4%
TOTAL -- SOCIAL REGULATION	$1,116	$2,975	$5,308	$6,522	$8,497	$9,143	$9,850	7%
ECONOMIC REGULATION								
Finance and Banking	$87	$155	$362	$624	$1,067	$1,073	$1,218	13%
Industry-Specific Regulation	91	160	279	289	301	321	346	7%
General Business	115	206	354	507	693	723	832	15%
TOTAL -- ECONOMIC REGULATION	$293	$521	$995	$1,420	$2,061	$2,117	$2,396	13%
GRAND TOTAL	$1,409	$3,496	$6,303	$7,942	$10,558	$11,260	$12,246	9%
CONSTANT 1982 DOLLARS								
SOCIAL REGULATION								
Consumer Safety and Health	$1,523	$2,462	$2,730	$2,408	$2,513	$2,637	$2,770	5%
Job Safety and Other Working Conditions	274	598	873	771	757	757	772	1%
Environment	459	1,380	1,915	2,238	3,081	3,175	3,267	3%
Energy	137	452	638	431	354	367	365	-1%
TOTAL -- SOCIAL REGULATION	$2,394	$4,893	$6,156	$5,849	$6,705	$6,936	$7,174	3%
ECONOMIC REGULATION								
Finance and Banking	$186	$254	$419	$559	$842	$814	$887	8%
Industry-Specific Regulation	195	263	323	259	238	243	252	3%
General Business	246	338	410	454	547	548	605	10%
TOTAL -- ECONOMIC REGULATION	$628	$856	$1,154	$1,273	$1,627	$1,606	$1,745	8%
GRAND TOTAL	$3,023	$5,750	$7,310	$7,122	$8,332	$8,542	$8,919	4%

Source: Center for the Study of American Business, Washington University. Derived from the Budget of the United States Government and related documents, various fiscal years.

Table 2

STAFFING SUMMARY FOR THE FEDERAL REGULATORY AGENCIES
(Fiscal Years, Permanent Full-time Positions)

Agency	1970	1975	1980	1985	1989	(Estimated) 1990	1991	% Change 1990-1991
SOCIAL REGULATION								
Consumer Safety and Health	41,613	51,764	54,591	44,485	44,888	46,040	47,973	4%
Job Safety and Other Working Conditions	7,472	13,694	18,201	14,577	14,768	14,705	14,899	1%
Environment	4,241	10,634	14,318	14,657	17,840	19,441	20,258	4%
Energy	688	4,984	5,303	3,716	3,380	3,293	3,301	0%
TOTAL -- SOCIAL REGULATION	54,014	81,076	92,413	77,435	80,876	83,479	86,431	3%
ECONOMIC REGULATION								
Finance and Banking	6,219	8,117	9,681	9,850	10,881	10,747	10,884	1%
Industry-Specific Regulation	6,072	7,221	7,365	4,969	4,708	4,770	4,798	0%
General Business	7,070	8,638	9,390	9,026	9,392	10,015	11,198	11%
TOTAL -- ECONOMIC REGULATION	19,361	23,976	26,436	23,845	24,981	25,532	26,880	5%
GRAND TOTAL	73,375	105,052	118,849	101,280	105,857	109,011	113,311	4%

Source: Center for the Study of American Business, Washington University. Derived from the Budget of the United States Government and related documents, various fiscal years.

Administration (FAA) and the Agricultural Marketing Service. This subcategory of regulatory activity shows a 9 percent growth in the Bush budget.

Staffing levels are also growing substantially in the consumer safety and health area. The FDA and FAA personnel totals will increase by 9 percent and 6 percent, respectively. (See Table 4.)

It is also no surprise to find that environmental spending is increasing substantially. The Environmental Protection Agency budgets will grow by $350 million in 1991, a 10 percent increase. EPA staffing is also growing more than 50 percent faster than the average for all federal regulatory agencies. The agency plans to add 900 regulators, bringing the total to 16,200 -- maintaining EPA's position as the top regulatory employer.

Table 3

1991 Regulatory Spending Highlights
(Agencies with Regulatory Budgets Above $100 million)

Agency	Budget Estimates (Millions of Dollars) 1990	1991	Percent Change
The Big Gainers (Growth of 10% or More)			
Federal Deposit Insurance Corp.	$480	$596	24%
Patent and Trademark Office	292	354	21%
Agricultural Marketing Service	162	194	20%
Securities and Exchange Commission	167	193	16%
Coast Guard	579	663	15%
Food and Drug Administration	625	696	11%
Environmental Protection Agency	3,623	3,984	10%
Federal Aviation Administration	490	541	10%
The Big Losers (Growth Below the Rate of Inflation)			
Office of Surface Mining Reclamation and Enforcement	$330	$261	-21%
Federal Reserve Banks	214	214	0%
Fish and Wildlife Service	161	161	0%
Federal Highway Administration	101	101	0%
Employment Standards Administration	153	156	2%
Mine Safety and Health Administration	168	173	3%
Bureau of Alcohol, Tobacco and Firearms	276	286	4%

Table 4

1991 Regulatory Staffing Highlights
(Agencies with More than 1,000 Regulators)

Agency	Budget Estimates 1990	1991	Percent Change
The Winners (Growth 50% Above Average)			
Patent and Trademark Office	3,898	4,765	22%
Labor-Management Services Administration	991	1,101	11%
Food and Drug Administration	7,565	8,246	9%
Environmental Protection Agency	15,321	16,223	6%
Federal Aviation Administration	5,804	6,171	6%
Securities and Exchange Commission	2,451	2,598	6%
The Losers (Reductions in Force)			
Office of Surface Mining Reclamation and Enforcement	1,190	1,109	-7%
Fish and Wildlife Service	1,709	1,629	-5%
Employment Standards Administration	2,444	2,438	0%

Source: Center for the Study of American Business, Washington University. Derived from the 1991 Budget of the United States Government.

Dramatic growth at the Patent and Trademark Office (PTO) and at the Securities and Exchange Commission (SEC) produces the largest subcategory growth in "general business." Spending in this area is increasing by 15 percent in nominal terms and staffing is going up 11 percent.

Once again, these increases are not surprising. The concern about protection of intellectual property rights is helping PTO to increase its budget by 21 percent and its staffing by 22 percent. The frequent Wall Street scandals and the junk bond crisis are leading to changes at the SEC that provide justification for budget increases of 16 percent and personnel growth of 6 percent.

Agencies Losing Ground

Tables 3 and 4 also record the big losers in the budget competition. The biggest loser appears to be the Office of Surface Mining Reclamation and Enforcement. This agency is scheduled for a 21 percent cut in nominal spending and a staff reduction of 7 percent in 1991. But these changes are really anomalies. The agency has projected similar decreases in past budgets with no real changes taking place. The budget estimates appear to be impacted by the available funds in the "abandoned mine reclamation fund." The fund is replenished from revenues derived from operating mines, introducing a lag in the obligation of these monies.

Most other agencies with major federal regulatory responsibilities (and spending above $100 million) will hold their own or experience some real growth in spending. Only six big agencies, in addition to the Office of Surface Mining Reclamation and Enforcement, will lose ground to inflation -- Federal Reserve Bank regulatory activities, the Fish and Wildlife Service, Federal Highway Administration, Employment Standards Administration, Mine Safety and Health Administration and the Bureau of Alcohol, Tobacco and Firearms. Among these six, only the Fish and Wildlife Service will lose any appreciable number of people in 1991.

Conclusion

Detailed information on the changes in budgets and staffing for each of the 51 federal regulatory agencies for 1990 and 1991 along with historical data for 1970, 1975, 1980, 1985 and 1989

are included in Appendix Tables A-1 and A-2. Many smaller agencies show significant budget increases on a percentage basis, indicating growing concern for specific issues -- Drug Enforcement Administration, Labor-Management Services Administration, Farm Credit Administration, Commodity Futures Trading Commission, and the Copyright Office. Likewise several second-tier agencies are declining in importance -- Federal Railroad Administration and the Economic Regulatory Administration and Petroleum Regulation (in the Department of Energy).

Overall, budget winners in the 1991 Bush budget outgain losers by 32 to 19. Gains in real spending are a widespread phenomenon.

III. Trends in Regulatory Spending and Staffing (Fiscal 1970-1991)

Patterns in Spending

A brief look at the spending and staffing data during the past 20 years reveals several clear developments. Figures 1 and 2 plot federal regulatory agency spending and personnel data over this period. The two graphs separate "social regulation" -- controls designed to bring about some societal improvement -- from "economic regulation," rules intended to regulate economic performance of industries.

Clearly, the first Reagan administration entered the White House with a regulatory reform agenda that included tightening agency purse strings. Both social and economic regulation were reined in from 1980-85. Real spending was actually cut during this period.

By the second term, however, budgets began to rise once more, at a rate of real growth slightly below the growth rate during the Carter years. Making judgments about the Bush administration budgets is somewhat premature -- two points determine a straight line but they do not necessarily determine a trend. Nonetheless, the Bush budgets do indicate a growth rate similar to the budget trends during the second Reagan term.

In spite of considerable deregulation in the transportation industry, economic regulation, as a whole, has prospered or suffered simultaneously with social regulation. Growth in budgets and staff for "finance and banking" and "general business" have more than offset particular cuts in "industry-specific regulation." Economic regulatory spending has averaged about 20 percent of the total for the past two decades except for a dip to 15-16 percent for the 1975-1980 period. Staffing for the economic regulatory agencies was as high as 26 percent of the total in 1970 (prior to the major expansion of social forms of regulation) but has been 23-24 percent of the total since 1975.

The Changing Composition of the Regulatory Pie

Figures 3 and 4 show how the division of the spending and staffing "pies" have changed over the past 20 years. The size of the pies in Figures 3 and 4 also are proportional to real spend-

Figure 1

Trends in Regulatory Spending

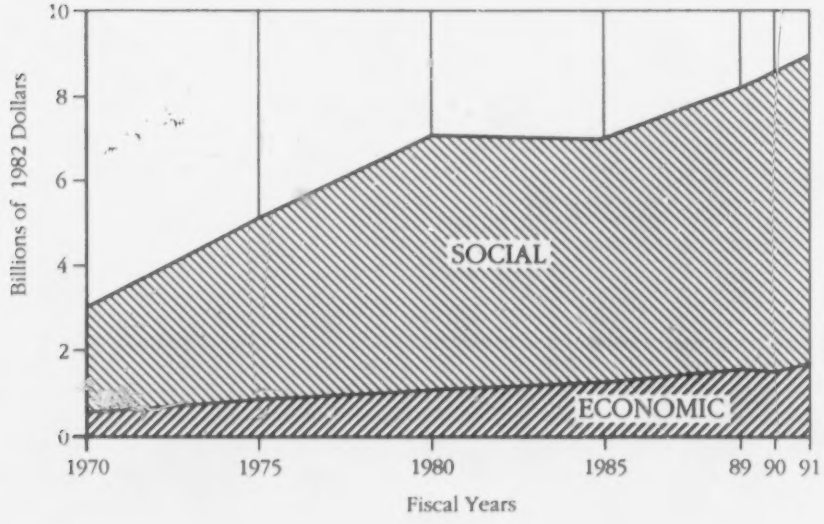
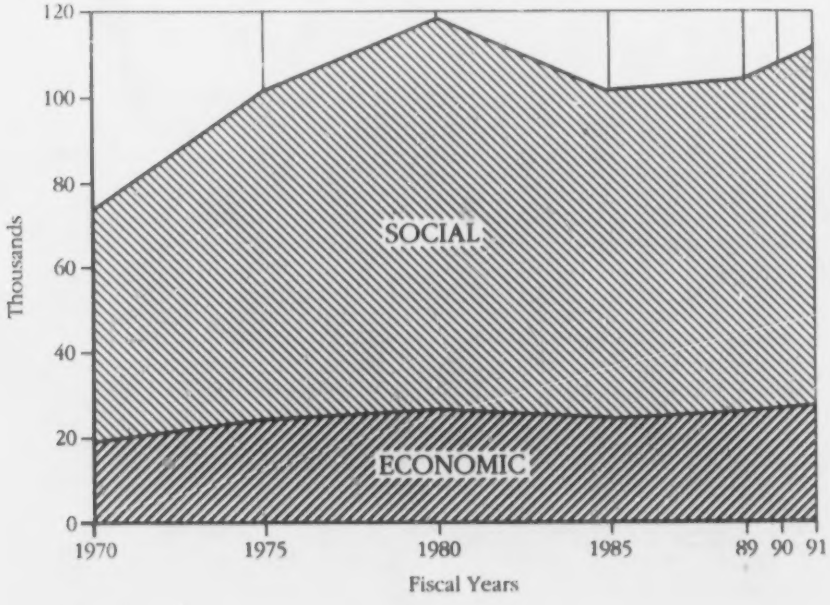


Figure 2

Trends in Regulatory Staffing



Source: Center for the Study of American Business, Washington University. Derived from the Budget of the United States Government, various fiscal years.

Figure 3

Changes in Spending Shares
(1970, 1980, 1991)

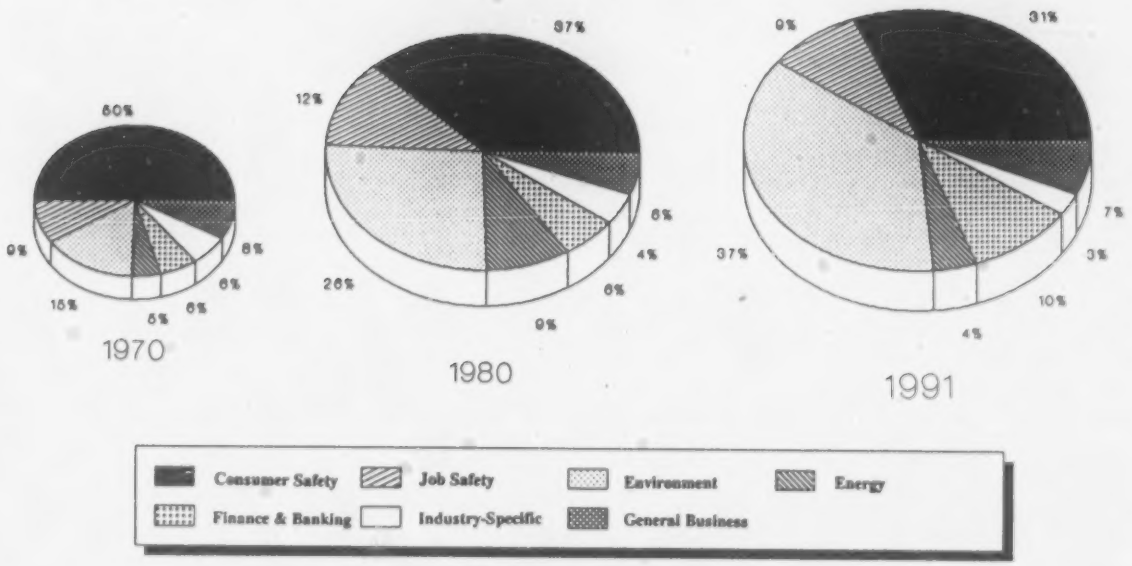
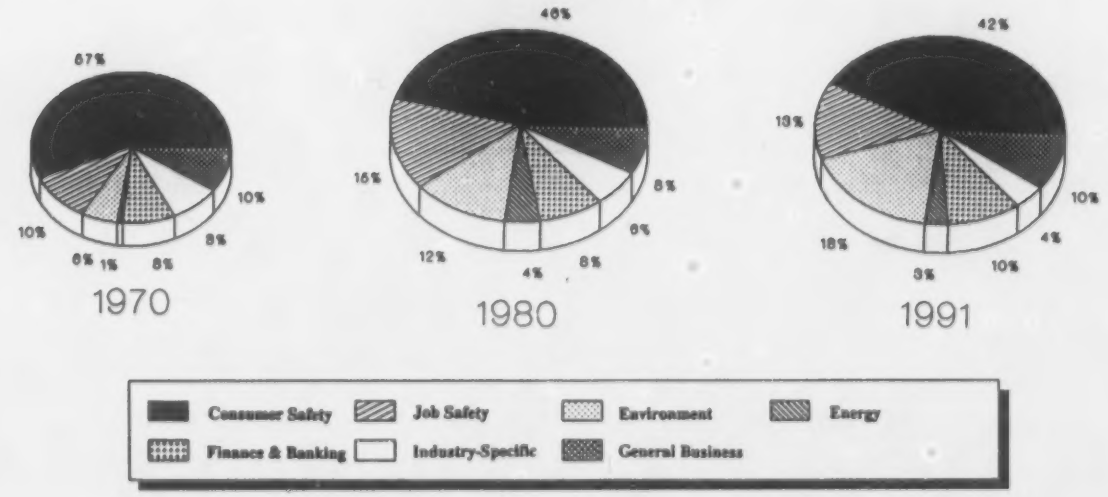


Figure 4

Changing Shares of the Staffing Pie
(1970, 1980, 1991)



Source: Center for the Study of American Business, Washington University. Derived from the 1970, 1980 and 1991 Budgets of the United States Government.

ing totals and staffing totals, respectively. Figure 3, the spending pie, reflects a number of major changes.

First of all, environmental expenditures (excluding EPA construction grants) accounted for only 15 percent of federal regulatory spending in the inaugural year of the EPA. A decade later, environmental administrative costs claimed 26 percent of the total expenditures. The Bush budget for 1991 would give environmental concerns 37 percent of the pie. There can be no doubt that Congress and the White House support the public's desire for a cleaner environment.

On the other hand, spending for "consumer safety and health" has been shrinking in relative terms over this period. Half of federal regulatory expenditures were in this area in 1970, declining to 37 percent in 1980 and further falling to 31 percent of the 1991 budget.

This declining share of the spending pie is primarily the result of lower than average spending growth at the old-line agricultural inspection services within the Department of Agriculture. The Consumer Product Safety Commission budget has been virtually held constant (in current dollars) since 1985. Higher growth rates at the FAA and the FDA have failed to balance out these below-average increases at the other agencies included in "consumer safety and health."

The two faces of economic deregulation are also evident by examining Figure 3. On the one hand, "industry-specific" regulation, primarily in the transportation industry, is steadily shrinking from 6 percent of the pie in 1970 to 4 percent in 1980 to 3 percent in 1991. But deregulation in finance and banking has actually led to a larger share of regulatory spending in this area -- from 6 percent of the 1970 budget to 10 percent in 1991. The continuing federal insurance of deposits and an active role in assuring confidence in financial markets explain this apparent anomaly.

Energy market regulation has grown and then contracted during this period, reflecting changing views of the effectiveness of the marketplace vis-a-vis direct government controls. Energy regulation in 1970 consisted of Nuclear Regulatory Commission (Atomic Energy Commission) restrictions on nuclear power plants. With the establishment of the Department of Energy, the proportion of regulatory expenditures going to this subcategory grew from 5 percent to 9 per-

cent in 1980. Deregulation of petroleum and natural gas since then has shrunk "energy" spending to 4 percent of the pie.

Staffing Patterns

Staffing shares are similar to spending patterns during the 1970-1991 period but less dramatic. Environmental regulation is far more "capital-intensive" -- requiring more financial resources per regulator -- than the old-line agencies. As a result, "environmental" staffing claimed 6 percent of the personnel pie in 1970, 12 percent in 1980 and 18 percent in 1991.

Correspondingly, "consumer safety and health" maintained a larger share of the total head count over the period. This subcategory declined from 57 percent of the total in 1970 to 46 percent in 1980 and to 42 percent in 1991.

"Job safety and other working conditions" grew in importance in the 1970s with the establishment of the Occupational Safety and Health Administration. Declining emphasis on workplace inspections during the Reagan years resulted in major reductions in force from 1980 to 1985. Additions to staff at job safety agencies have been slower to recover than other areas. As a result, the share of the personnel pie going to "job safety and other working conditions" rose from 10 percent in 1970 to 15 percent in 1980 but represents only 13 percent of the 1991 budget.

IV. Appendix

Budget figures for the 51 major regulatory agencies shown in Table A-1 consist of obligations by fiscal year. These expenditures are rounded to the nearest million dollars. Staffing figures shown in Table A-2 consist only of permanent full-time positions in each agency.

Agencies that primarily perform taxation, subsidy, and credit functions are excluded from these regulatory data. Examples of these organizations are the Internal Revenue Service, the Commodity Credit Corporation, and the Federal Housing Administration. Agencies that administer federal contracts and procurement procedures are likewise not included in this report.

Table A-1

COSTS OF FEDERAL REGULATORY AGENCIES
(Fiscal Years, Millions of Dollars in "Obligations")

Agency	1970	1975	1980	1985	1989	(Estimated) 1990	1991	% Change 1990-91
SOCIAL REGULATION								
CONSUMER SAFETY AND HEALTH								
Consumer Product Safety Commission	-	$37	$43	$36	$34	$35	$36	2.9%
Department of Agriculture:								
Agricultural Marketing Service (1)	$190	$99	$67	$157	$157	$162	$194	19.8%
Animal and Plant Health Inspection Service (2)	101	379	259	342	372	403	429	6.5%
Federal Grain Inspection Service	-	-	55	38	43	45	48	6.7%
Food Safety and Inspection Service (3)	-	-	381	405	457	470	497	5.7%
Packers and Stockyards Admin. (4)	3	5	8	8	10	10	11	10.0%
Subtotal	$294	$483	$770	$950	$1,039	$1,090	$1,179	8.2%
Department of Health and Human Services:								
Food and Drug Administration (5)	$80	$207	$334	$437	$530	$625	$696	11.4%
Department of Housing and Urban Development:								
Consumer Protection Programs (6)	*	$2	$4	$7	$6	$8	$8	0.0%
Department of Justice:								
Drug Enforcement Administration (7)	$2	$12	$13	$18	$26	$28	$35	25.0%
Department of Transportation:								
Coast Guard	$94	$284	$498	$558	$592	$579	$663	14.5%
Federal Aviation Administration	126	196	281	294	424	490	541	10.4%
Federal Highway Administration (8)	6	15	29	33	93	101	101	0.0%
Federal Railroad Administration	21	52	85	44	45	66	63	-4.5%
National Highway Traffic Safety Administration	32	104	136	114	133	151	165	9.3%
Subtotal	$279	$651	$1,029	$1,043	$1,287	$1,387	$1,533	10.5%
Department of the Treasury (9):								
Bureau of Alcohol, Tobacco and Firearms (10)	$50	$95	$144	$173	$238	$276	$286	3.6%
National Transportation Safety Board	$5	$10	$17	$22	$25	$27	$31	14.8%
TOTAL--CONSUMER SAFETY AND HEALTH	$710	$1,497	$2,354	$2,686	$3,185	$3,476	$3,804	9.4%

Table A-1 (continued)

Agency	1970	1975	1980	1985	1989	(Estimated) 1990	1991	% Change 1990-91
JOB SAFETY AND OTHER WORKING CONDITIONS								
Department of Labor:								
Employment Standards Administration (11)	$37	$49	$124	$127	$150	$153	$156	2.0%
Labor-Management Services Administration	12	29	55	57	76	79	90	13.9%
Mine Safety and Health Administration (12)	27	67	144	150	162	168	173	3.0%
Occupational Safety and Health Admin	-	97	191	220	248	267	288	7.9%
Subtotal	$76	$242	$514	$554	$636	$667	$707	6.0%
Equal Employment Opportunity Commission	$13	$55	$124	$163	$180	$185	$196	5.9%
National Labor Relations Board	$39	$62	$108	$137	$137	$140	$151	7.9%
Occupational Safety and Health Review Commission	-	$5	$7	$6	$6	$6	$6	0.0%
TOTAL--JOB SAFETY AND OTHER WORKING CONDITIONS	$128	$364	$753	$860	$959	$998	$1,060	6.2%
ENVIRONMENT								
Council on Environmental Quality	*	$4	$8	$1	$1	$2	$3	50.0%
Department of Defense:								
Army Corps of Engineers	$2	$16	$41	$54	$62	$69	$76	10.1%
Department of Interior:								
Fish and Wildlife Service	$7	$25	$68	$90	$143	$161	$161	0.0%
Office of Surface Mining Reclamation and Enforcement (13)	-	-	174	422	389	330	261	-20.9%
Subtotal	$7	$25	$242	$512	$532	$491	$422	-14.1%
Environmental Protection Agency (14)	$205	$794	$1,360	$1,928	$3,309	$3,623	$3,984	10.0%
TOTAL -- ENVIRONMENT	$214	$839	$1,651	$2,495	$3,904	$4,185	$4,485	7.2%
ENERGY								
Department of Energy:								
Economic Regulatory Administration (15)	-	$127	$146	$24	$17	$21	$16	-23.8%
Petroleum Regulation	-	-	-	12	11	12	11	-8.3%

Table A-1 (continued)

Agency	1970	1975	1980	1985	1989	(Estimated) 1990	1991	% Change 1990-91
Federal Inspector for the Alaska Natural Gas Pipeline	-	-	8	*	*	*	*	0.0%
Subtotal	-	$127	$154	$36	$28	$33	$27	-18.2%
Nuclear Regulatory Commission (16)	$64	$148	$396	$445	$421	$451	$474	5.1%
TOTAL--ENERGY	$64	$275	$550	$481	$449	$484	$501	3.5%
TOTAL SOCIAL REGULATION	$1,116	$2,975	$5,308	$6,522	$8,497	$9,143	$9,850	7.7%
ECONOMIC REGULATION								
FINANCE AND BANKING (17)								
Department of the Treasury:								
Comptroller of the Currency	$32	$65	$113	$170	$233	$266	$284	6.8%
Farm Credit Administration	$4	$6	$12	$20	$34	$36	$42	16.7%
Federal Deposit Insurance Corporation (18)	$39	$63	$113	$232	$537	$480	$596	24.2%
Federal Reserve System (19)								
Federal Reserve Banks	n/a	n/a	$86	$152	$197	$214	$214	0.0%
Federal Reserve System Board of Governors	5	11	20	28	26	29	29	0.0%
Subtotal	$5	$11	$106	$180	$223	$243	$243	0.0%
National Credit Union Administration	$7	$10	$18	$22	$40	$48	$53	10.4%
TOTAL--FINANCE AND BANKING	$87	$155	$362	$624	$1,067	$1,073	$1,218	13.5%
INDUSTRY-SPECIFIC REGULATION								
Civil Aeronautics Board (20)	$11	$18	$29	$5	-	-	-	-
Commodity Futures Trading Commission (21)	$2	$3	$17	$28	$35	$37	$45	21.6%
Federal Communications Commission	$25	$47	$76	$96	$101	$108	$118	9.3%
Federal Energy Regulatory Commission (22)	$18	$33	$68	$98	$108	$117	$123	5.1%
Federal Maritime Commission	$4	$7	$11	$12	$14	$15	$16	6.7%
Interstate Commerce Commission	$27	$47	$78	$50	$43	$44	$44	0.0%

Table A-1 (continued)

Agency	1970	1975	1980	1985	1989	(Estimated) 1990	1991	% Change 1990-91
Renegotiation Board (23)	$4	$5	-	-	-	-	-	-
TOTAL--INDUSTRY-SPECIFIC REGULATION	$91	$160	$279	$289	$301	$321	$346	7.8%
GENERAL BUSINESS								
Cost Accounting Standards Board (24)	-	$1	$1	-	-	-	-	-
Council on Wage and Price Stability (25)	-	$1	$9	-	-	-	-	-
Department of Commerce:								
International Trade Administration (26)	$6	$9	$15	$38	$20	$21	$24	14.3%
Export Administration (27)	-	-	-	-	41	44	45	2.3%
Patent and Trademark Office	49	78	105	200	307	292	354	21.2%
Subtotal	$55	$87	$120	$238	$368	$357	$423	18.5%
Department of Justice:								
Antitrust Division	$10	$18	$49	$43	$45	$52	$54	3.8%
Federal Election Commission	-	*	$9	$13	$16	$15	$17	13.3%
Federal Trade Commission	$21	$39	$66	$66	$67	$74	$77	4.1%
International Trade Commission (28)	$4	$9	$14	$25	$36	$38	$42	10.5%
Library of Congress:								
Copyright Office	$3	$6	$14	$17	$20	$20	$26	30.0%
Securities and Exchange Commission	$22	$45	$72	$105	$141	$167	$193	15.6%
TOTAL--GENERAL BUSINESS	$115	$206	$354	$507	$693	$723	$832	15.1%
TOTAL ECONOMIC REGULATION	$293	$521	$995	$1,420	$2,061	$2,117	$2,396	13.2%
GRAND TOTAL	$1,409	$3,496	$6,303	$7,942	$10,558	$11,260	$12,246	8.8%

Notes:
* = less than $500,000
- = agency not operational
n/a = not available
(1) through (28): see notes at the end of the Appendix

Source: Center for the Study of American Business, Washington University. Derived from the Budget of the United States Government and related documents, various fiscal years.

Table A-2

STAFFING OF FEDERAL REGULATORY AGENCIES
(Fiscal Years, Permanent Full-time Positions)

Agency	1970	1975	1980	1985	1989	(Estimated) 1990	1991	% Change 1990-91
SOCIAL REGULATION								
CONSUMER SAFETY AND HEALTH								
Consumer Product Safety Commission	-	884	871	502	487	514	498	-3.1%
Department of Agriculture:								
Agricultural Marketing Service (1)	12,719	4,231	1,913	2,814	2,632	2,719	2,869	5.5%
Animal and Plant Health Inspection Service (2)	5,273	14,494	4,463	4,494	4,873	4,869	4,939	1.4%
Federal Grain Inspection Service	-	-	2242	739	751	800	813	1.6%
Food Safety and Inspection Service (3)	-	-	13,213	9,839	8,962	9,017	9,233	2.4%
Packers and Stockyards Admin. (4)	217	217	219	190	187	187	187	0.0%
Subtotal	18,209	18,942	22,050	18,076	17,405	17,592	18,041	2.6%
Department of Health and Human Services:								
Food and Drug Administration (5)	4,414	6,441	7,419	7,104	7,226	7,565	8,246	9.0%
Department of Justice:								
Drug Enforcement Administration (7)	132	378	244	254	296	314	357	13.7%
Department of Transportation:								
Coast Guard	7,064	12,323	11,513	9,206	8,160	7,987	8,352	4.6%
Federal Aviation Administration	6,947	6,692	6,358	4,556	5,432	5,804	6,171	6.3%
Federal Highway Administration (8)	194	278	292	271	448	633	633	0.0%
Federal Railroad Administration	286	495	666	460	461	501	514	2.6%
National Highway Traffic Safety Administration	518	881	874	640	652	656	665	1.4%
Subtotal	15,009	20,669	19,703	15,133	15,153	15,581	16,335	4.8%
Department of the Treasury (9):								
Bureau of Alcohol, Tobacco and Firearms (10)	3,574	4,140	3,916	3,059	3,997	4,148	4,148	0.0%
National Transportation Safety Board	275	310	388	357	324	326	348	6.7%
TOTAL--CONSUMER SAFETY AND HEALTH	41,613	51,764	54,591	44,485	44,888	46,040	47,973	4.2%

Table A-2 (continued)

Agency	1970	1975	1980	1985	1989	(Estimated) 1990	1991	% Change 1990-91
JOB SAFETY AND OTHER WORKING CONDITIONS								
Department of Labor:								
Employment Standards Administration (11)	2,150	1,833	3,116	2,316	2,436	2,444	2,438	-0.2%
Labor-Management Services Administration	880	1,357	1,333	1,055	1,002	991	1,101	11.1%
Mine Safety and Health Administration (12)	1,380	2,940	3,857	2,829	2,671	2,592	2,592	0.0%
Occupational Safety and Health Admin	--	2,435	3,015	2,176	2,415	2,399	2,433	1.4%
Subtotal	4,410	8,565	11,321	8,376	8,524	8,426	8,564	1.6%
Equal Employment Opportunity Commission	780	2,384	3,558	3,107	3,170	3,200	3,250	1.6%
National Labor Relations Board	2,282	2,573	3,157	3,000	3,000	3,000	3,000	0.0%
Occupational Safety and Health Review Commission	--	172	165	94	74	79	85	7.6%
TOTAL--JOB SAFETY AND OTHER WORKING CONDITIONS	7,472	13,694	18,201	14,577	14,768	14,705	14,899	1.3%
ENVIRONMENT								
Council on Environmental Quality	n/a	50	32	11	9	20	34	70.0%
Department of Defense:								
Army Corps of Engineers	n/a	613	800	905	1,069	1,201	1,263	5.2%
Department of Interior:								
Fish and Wildlife Service	385	827	1,362	1,162	1,583	1,709	1,629	-4.7%
Office of Surface Mining Reclamation and Enforcement (13)	--	--	1,120	964	1,201	1,190	1,109	-6.8%
Subtotal	385	827	2,482	2,126	2,784	2,899	2,738	-5.6%
Environmental Protection Agency (14)	3,856	9,144	11,004	11,615	13,978	15,321	16,223	5.9%
TOTAL--ENVIRONMENT	4,241	10,634	14,318	14,657	17,840	19,441	20,258	4.2%
ENERGY								
Department of Energy:								
Economic Regulatory Administration (15)	-	2,978	2,161	299	207	162	142	-12.3%
Petroleum Regulation	-	-	-	99	94	87	78	-10.3%

Table A-2 (continued)

Agency	1970	1975	1980	1985	1989	(Estimated) 1990	1991	% Change 1990-91
Federal Inspector for the Alaska Natural Gas Pipeline	—	—	101	0	1	1	1	0.0%
Subtotal	-	2,978	2,262	398	302	250	221	-11.6%
Nuclear Regulatory Commission (16)	688	2,006	3,041	3,318	3,078	3,043	3,080	1.2%
TOTAL--ENERGY	688	4,984	5,303	3,716	3,380	3,293	3,301	0.2%
TOTAL SOCIAL REGULATION	54,014	81,076	92,413	77,435	80,876	83,479	86,431	3.5%
ECONOMIC REGULATION								
FINANCE AND BANKING (17)								
Department of the Treasury:								
Comptroller of the Currency	1,920	2,546	3,331	3,250	3,730	3,730	3,730	0.0%
Farm Credit Administration	225	230	252	287	529	594	591	-0.5%
Federal Deposit Insurance Corporation (18)	2,669	3,614	3,691	3,554	3,350	3,065	3,194	4.2%
Federal Reserve System (19)								
Federal Reserve Banks	761	1,019	1,589	1,912	2,222	2,258	2,258	0.0%
Federal Reserve System Board of Governors	188	298	330	440	427	430	430	0.0%
Subtotal	949	1,317	1,919	2,352	2,649	2,688	2,688	0.0%
National Credit Union Administration	456	410	488	407	623	670	681	1.6%
TOTAL--FINANCE AND BANKING	6219	8,117	9,681	9,850	10,881	10,747	10,884	1.3%
INDUSTRY-SPECIFIC REGULATION								
Civil Aeronautics Board (20)	686	718	753	-	-	-	-	-
Commodity Futures Trading Commission (21)	180	497	550	557	545	545	613	12.5%
Federal Communications Commission	1,645	2,022	2,156	1,828	1,839	1,839	1,839	0.0%
Federal Energy Regulatory Commission (22)	1,164	1,323	1,605	1,533	1,428	1,500	1,500	0.0%
Federal Maritime Commission	252	319	361	212	221	225	227	0.9%
Interstate Commerce Commission	1,912	2,142	1,940	839	675	661	619	-6.4%

Table A-2 (continued)

Agency	1970	1975	1980	1985	1989	(Estimated) 1990	1991	% Change 1990-91
Renegotiation Board (23)	233	200	-	-	-	-	-	-
TOTAL--INDUSTRY-SPECIFIC REGULATION	6,072	7,221	7,365	4,969	4,708	4,770	4,798	0.6%
GENERAL BUSINESS								
Cost Accounting Standards Board (24)	-	-	42	-	-	-	-	-
Council on Wage and Price Stability (25)	-	41	237	-	-	-	-	-
Department of Commerce:								
International Trade Administration (26)	256	294	391	560	236	282	336	19.1%
Export Administration (27)	-	-	-	-	479	553	598	8.1%
Patent and Trademark Office	2,795	3,014	2,734	3,438	3,724	3,898	4,765	22.2%
Subtotal	3,051	3,308	3,125	3,998	4,439	4,733	5,699	20.4%
Department of Justice:								
Antitrust Division	595	715	939	649	549	623	623	0.0%
Federal Election Commission	-	62	251	235	245	243	260	7.0%
Federal Trade Commission	1,391	1,569	1,665	1,075	860	899	919	2.2%
International Trade Commission (28)	265	408	438	462	470	502	502	0.0%
Library of Congress:								
Copyright Office	332	385	593	561	564	564	597	5.9%
Securities and Exchange Commission	1,436	2,150	2,100	2,046	2,265	2,451	2,598	6.0%
TOTAL--GENERAL BUSINESS	7,070	8,638	9,390	9,026	9,392	10,015	11,198	11.8%
TOTAL ECONOMIC REGULATION	19,361	23,976	26,436	23,845	24,981	25,532	26,880	5.3%
GRAND TOTAL	73,375	105,052	118,849	101,280	105,857	109,011	113,311	3.9%

Notes:
- = agency not operational
n/a = not available
(1) through (28): see notes at the end of the Appendix

Source: Center for the Study of American Business, Washington University. Derived from the Budget of the United States Government and related documents, various fiscal years.

Notes

(1) Agricultural Marketing Service was formerly Consumer and Marketing Service.

(2) 1970 data for the Animal and Plant Health Inspection Service are from the Agricultural Research Service.

(3) The Food Safety and Inspection Service was formerly Food Safety and Quality Service.

(4) 1980 and 1981 data for the Packers and Stockyards Administration were listed within the data for the Agricultural Marketing Service.

(5) 1989 costs for the Food and Drug Administration include a large outlay for buildings.

(6) The Consumer Protection Programs of the Department of Housing and Urban Development have been listed under several sources. Budgets for 1970 and 1975 are for the Office of Interstate Land Sales Registration; the budget for 1980 is for the Office of Neighborhoods, Voluntary Associations and Consumer Protection; staffing figures are not available.

(7) 1970 data for the Drug Enforcement Administration are for the Bureau of Narcotics and Dangerous Drugs.

(8) 1990 staffing figures for the Federal Highway Administration include a large increase in the number of highway inspectors and clerical staff.

(9) Budgets for the Customs Service in the Department of Treasury were carried in previous analyses but were dropped beginning with the 1989 Budget due to changes in Budget documents that no longer make separation of the regulatory activities of this agency feasible.

(10) Prior to fiscal year 1973, the Bureau of Alcohol, Tobacco and Firearms was part of the Internal Revenue Service.

(11) 1970 data for the Employment Standards Administration are for the Workplace Standards Administration.

(12) 1970 data are for the Mine Safety and Health Administration, Health and Safety Division, Department of the Interior; 1975 data are for the Mining Enforcement and Safety Administration, Department of the Interior.

(13) 1990 costs for the Office of Surface Mining Reclamation and Enforcement reflect a major cut in federal support for the abandoned mine reclamation fund.

(14) Construction grants are excluded from the calculation of the regulatory expenditures and staffing of the Environmental Protection Agency.

(15) 1975 data for the Economic Regulatory Administration are from the Federal Energy Administration; 1981 data are from the Emergency Preparedness and Energy Regulation Program, Department of Commerce.

(16) Prior to fiscal year 1975, the Nuclear Regulatory Commission was part of the Atomic Energy Commission.

(17) The Federal Home Loan Bank System has been excluded from this study because separate data on regulatory spending and staffing are no longer available.

(18) The large decrease in the 1990 Budget for the Federal Deposit Insurance Corporation has been explained by the Office of Management and Budget. A greatly reduced number of bank failures is projected for 1990 resulting in lower administrative costs of liquidating banks in that year.

(19) All data for the Federal Reserve System are presented on a calendar year basis.

(20) The Civil Aeronautics Board was abolished in 1984.

(21) 1970 data for the Commodity Futures Trading Commission are for the Commodity Exchange Authority, Department of Agriculture.

(22) 1970 and 1975 data for the Federal Energy Regulatory Commission are for the Federal Power Commission.

(23) The Renegotiation Board was abolished in 1979.

(24) The Cost Accounting Standards Board was abolished in 1980.

(25) The Council on Wage and Price Stability was abolished in 1981.

(26) 1970 data for the International Trade Administration are for International Activities -- Export Control; 1975 data are for the Domestic and International Business Administration.

(27) Regulation of both imports and exports was previously performed by the International Trade Administration. In the 1989 Budget, the regulation of exports is shown under the Export Administration of the Department of Commerce.

(28) 1970 data for the International Trade Commission are for the Tariff Commission.

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